

St. Louis Regional Security Panel Final Report

January 2002



**For The Missouri Special Advisor
Office of Homeland Security**

Hon. Francis G. Slay
Mayor
City of St. Louis

Hon. Buzz Westfall
County Executive
St. Louis County

January 16, 2002

Dear Sirs,

We respectfully submit the following report for your review.

Over a few short weeks a great number of people from across the St. Louis region worked diligently to gather, analyze and author the following report. Their dedication and hard work is the only reason this report was produced in a timely fashion.

Although this report does cover a great amount of information, it should be viewed as a living document and consistently reviewed and refined to ensure that the St. Louis region is making every effort to keep our communities safe and healthy.

Thank you both for the opportunity to be part of this effort and assist you in making the St. Louis region and the State of Missouri better prepared to respond to threats of terrorism.

Sincerely,

Chris Dornfeld
City of St. Louis
Office of the Mayor

Capt. Robert C. Young
St. Louis County Police
Office of Emergency Management

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Executive Summary

The St. Louis Region, like every community in our country, can improve the security and ultimately the safety of the public. If there is a benefit from the aftermath of the September 11th terrorist attacks, it is that communities across the country, including St. Louis, are taking action and cooperating at a level never before seen to ensure the safety of the public and our freedoms.

Although the St. Louis region possesses some of the brightest minds and most capable resources in the United States (in terms of our ability to respond to issues of homeland security), clearly **our greatest needs stem from our ability to coordinate, communicate and mobilize** these resources **regionally**. This is not a new issue to the individuals involved with public safety on a daily basis, but it is apparent that this issue historically has not received the attention it deserves by the public and our leadership. We must be able to respond as a region, as any single community or agency would be almost immediately overwhelmed by a Weapon of Mass Destruction/Biological, Nuclear Incendiary, Chemical, Explosive (WMD/BNICE) event. Or, as we witnessed in New York, many assets of a single community could be destroyed by a terrorist attack leaving a community dependant on outside organizations for support.

Many of the recommendations submitted as part of this report will take several years to implement, or are programs that should continue in perpetuity. With that in mind it is critical that issues of homeland security remain at the forefront of the agendas of our federal, regional and civic leadership. Perhaps the greatest measure of our success in this effort will simply be our ability to remain focused.

Improving Information and Communication Systems

Throughout the reports submitted by the regional security committees, the need to improve our ability to share information is paramount. This is an enormous task as it deals with all levels of government, private institutions and the public. Everyone has a role in the management and sharing of information to improve the security in this region.

Our law enforcement communities need to develop real-time information sharing systems to leverage the resources of each organization. This coordination must transcend geographic boundaries and all levels of government.

Our health care community needs to enhance region-wide coordination and communication systems so that our assets (public health systems, medical systems, EMS) can respond in an appropriate manner.

Private and public organizations responsible for the management of this regions infrastructure need to improve their ability to share information and communicate with appropriate government emergency response agencies.

Our systems for communicating with a population that continues to become more diverse, needs to expand and be coordinated so that accurate, appropriate and timely information can be communicated at a time of alert or attack.

Vast resources exist outside of government that could assist in the response and management of an emergency. Government must include appropriate organizations in the planning and training of our region to efficiently deploy every available resource in an emergency. It is clear from New York that a large scale event will take every resource available in a region.

All of these efforts must continue to be coordinated, reviewed and evaluated to ensure that this region, and all the assets in this region can be deployed with maximum effectiveness. Many of the specific needs are addressed later in this document.

The threat of Cyber-terrorism will only continue to grow as the Internet continues its global penetration and the role of information systems continues to grow in all aspects of our society. As our dependence on advanced information systems grows, the importance of protecting these information assets cannot be stressed enough. Although a cyber-terrorism attack might never create the same emotional impact as a weapon of mass destruction, it should be understood that the damage caused by a cyber-terrorist attack could be much more damaging to our society.

The Need for Federal Support

The St. Louis region, as documented in this report, possesses a great number of assets and resources to improve security. But the magnitude of the work that is needed, and the level of coordination that is required demands Federal resources.

- 1 The Federal government must appropriate new resources to assist local communities in addressing public education, personnel, equipment, planning, training, management and development of the information systems supporting these issues.
- 2 Funding guidelines should be broad and provide local communities with maximum flexibility to use the new resources on the most critical needs identified by local experts.
- 3 Funding should not only support local needs to respond to all types of weapons of mass destruction, but should assist in regional efforts to prevent these types of events from occurring.
- 4 Funds should be allocated to ensure that major metropolitan areas and cities receive adequate funds to protect significant facilities and large numbers of citizens.
- 5 Local communities need to be reimbursed for expenses that they are now incurring to protect and respond to terrorist threats. These funds should not be used to supplant existing local resources for emergency management and response.
- 6 Recognizing that the threat of terrorist action is a long-term challenge, funding should be structured to provide local communities with on-going support.
- 7 The federal government should recognize the regional nature of emergency response in major metropolitan areas, and encourage cooperation among all levels of government to prevent and respond to terrorism.

Recognition of St. Louis Co-chairs

The development of this report and the continued dedication by the St. Louis Committee Co-chairs should not go unnoticed. In less than two months seven committees met several times each in the middle of a busy holiday season. Hundreds of hours of work, in many cases on a voluntary basis, were given without hesitation to this effort.

At the last St. Louis Regional Security Committee meeting the co-chairs were unanimous in their desire to keep working together to see these recommendations become reality. There spirit and

dedication is evidence of the spirit of the United States and their commitment to the citizens of the St. Louis region.

Thank you:

Bradley T. Brown, Missouri-American Water Co.
George Corless, St. Louis County Police
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Herman E. Smith, Jr., St. Louis City Water Dept.
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Introduction

The Regional Homeland Security Panel is a local response to a statewide initiative exploring ways to more adequately assist the State of Missouri for deterrence, prevention and response to catastrophic terrorist incidents. The panel is patterned after the national Office of Homeland Security. The St. Louis Regional Panel is tasked with the purpose of insuring that the governmental infrastructure, residents and businesses within the St. Louis region are adequately prepared inasmuch as possible to manage an incident of devastating proportions.

A major portion of this panel's energy was expended on conducting analyses of current regional capabilities. Safeguarding the assets already in place is a leading issue. Identifying those competencies then allowed us to direct our attention to other areas of need. Recommendations were then made for improving those areas.

Communications issues are indigenous to any venture of this sort. Communicating within the governmental structure, whether it be locally or regionally, is always a major issue. In addition, communications between the government and the populations and the media is equally as important. Panic and fear can largely be avoided when information is advanced appropriately.

The committee recommended ways to reduce the gaps between state and local response capabilities and insure that response methods were adequately measured. Priorities were established to determine the proper order of need, in the areas of both correction as well as funding. Solutions were proposed that dealt with not only funding but also enhanced resource management.

What we had hoped to accomplish was to gain a better understanding of the issues with which we are faced on a regional scale but are as yet unresolved. Diversifying the committees and then bringing them together as a unified entity allowed us to accomplish that objective. Having the committees then, in a demanding frame of time, submit a comprehensive report of not only their analyses but also their findings of needs, capabilities and relevant recommendations, satisfied the objective of this initial task. Those reports are herein condensed and attached.

The Honorable Buzz Westfall, County Executive, St. Louis County, was approached by Mr. Tim Daniel, Missouri Homeland Security Director, and implored to direct the St. Louis Region effort of the State panel. The Security Panel was begun after the initiative was determined to best be divided in regions geographically distributed within the State of Missouri. Mr. Westfall, recognizing the need for a coordinated regional approach, sought the kinship of Mayor Francis Slay, City of St. Louis, and the East-West Gateway Coordinating Council, to help facilitate the panel.

In turn, Mr. Westfall and Mr. Slay appointed Captain Robert C. Young, St. Louis County Police Department, Commander of the Office of Emergency Management, and Mr. Chris Dornfeld, Director of Technology in Mayor Slay's office, as the chairpersons of the St. Louis Regional Security Panel. They then appointed appropriate chairpersons to oversee the seven committees of Transportation; Health, Medical and the Environment; Government Operations and Facilities; Utilities; Critical Technologies; First Responders and Public Awareness-Public Private Partnerships. The committee chairpersons then selected the appropriate diverse memberships of their committees and began the task of accomplishing the missions assigned to them. The membership of the individual committees is identified in *Appendix B* of this report.

Methodology

The St. Louis Regional Security Panel convened its first meeting on December 6, 2001.

The purpose of this first meeting was to introduce the sub-committee co-chairs to each other, and explained the purpose and goals of the regional security panel as set forth by the Missouri Homeland Security office. The sub-committee co-chairs were given a list of possible committee members as well as the goals of each sub-committee.

The sub-committee co-chairs then went about the process of selecting committee members who would best represent a cross section of knowledgeable individuals from the region. Once the committee members agreed to serve, at least three meeting dates were selected for each sub-committee.

The regional panel met again on December 20, 2001 to discuss the progress of the sub-committees and share and exchange thoughts and ideas from each sub-committee.

The sub-committees each met at least three times, reviewing the goals set forth by the Missouri Homeland Security office, gathering data and formulating a final report which was forwarded to the regional panel on or around January 9, 2002.

The final draft report was formulated by the St. Louis Regional Co-Chairs and submitted to the County Executive and the Mayor of the City of St. Louis for their review and approval. The approved final report will be presented to the Missouri Homeland Security office on the 25th of January 2002.

Summary of Findings

The following are the summaries of findings of each of the seven committees of the St. Louis Regional Security Panel. After each of the statements is a parenthesized title of the committee submitting that particular issue. Statements have been edited to remove redundancies from this report. Communications and training issues were found to be inadequate in most areas. These statements are not meant to be in detail. Further information can be found in the more definitive report of those committees as per Appendices C through I. The reports are divided in three subsections; Risks, Capabilities, Needs.

Risks are defined as those issues within a committee's purview and which demonstrate a possibility of peril resulting from a deficiency.

Capabilities are defined as the current assets or abilities of a particular committee's purview and which permit it to more readily fulfill its goals, objectives or missions. Some risks heretofore possess capabilities which serve to lessen the degree of its deficiency.

Needs are defined as the assets to be procured to create a capable response to the risks of a particular peril. Needs are not recommendations and should not be confused with those proposals of the committees.

RISKS

Reporting and time delays between symptoms onset and the availability of test results are problematic. Manual surveillance methods are susceptible to complacency. *(Health, Medical and Environment)*

In the St. Louis area only a limited number of chemically contaminated victims could be treated in a 24-hour period. Many of the victims who arrive at the hospital will arrive outside the EMS system and possibly will be contaminated. *(Health, Medical and Environment)*

Many area hospitals lack the capability to isolate the ventilation system of their Emergency Rooms. *(Health, Medical and Environment)*

A limited supply of antidote is available in hospitals in the event of a WMD incident. *(Health, Medical and Environment)*

Basic awareness training and first responder training for hospital personnel is minimal. *(Health, Medical and Environment)*

Many area hospitals lack PPE to protect staff during chemical related incidents. *(Health, Medical and Environment)*

Many hospitals lack staff to initiate a lockdown in the event of a WMD event. *(Health, Medical and Environment)*

Radio communications between hospitals and emergency responders are lacking. *(Health, Medical and Environment)*

Mutual aid agreements between public health and first response systems are still pending. *(Health, Medical and Environment)*

Possible contamination of our food supply remains a concern. *(Health, Medical and Environment)*

State Law should mandate permits to operate food facilities. *(Health, Medical and Environment)*

Pharmaceuticals and prophylaxis in the region are lacking. *(Health, Medical and Environment)*

Levels of security and awareness should be the same for all transportation agencies and should include a review by government. *(Transportation)*

Surveillance systems, entry systems with access control capabilities, and physical barriers should be improved by all utilities. *(Utilities)*

MSD should increase the size of storage for treatment plants. *(Utilities)*

Mississippi River Transmission Corporation should review all security measures in place. *(Utilities)*

Security plans and measures currently in place concerning potential cyber attacks should be reviewed. *(Critical Technologies)*

Many agencies within the area have established limited capabilities for controlling access to facilities that house critical technology systems. Many agencies have only simple punch key lock systems while still others place critical services in open locations or behind unlocked doors. Protection of critical technology equipment should be enhanced from natural occurrences such as flooding, earthquakes, and extreme heat conditions. *(Critical Technologies)*

The St. Louis Region consists of 2.5 million people vulnerable to potential terrorist attack. *(First Responders)*

The St. Louis area is host to several national corporations, government and military contractors in addition to Federal, State and local governments who have field offices located throughout the metropolitan region *(First Responders)*

There are numerous chemical facilities in the St. Louis Region. Their chemical inventories include flammable, corrosive, reactive and toxic substances. The St. Louis Riverfront along the Mississippi River contains numerous petroleum facilities and chemical companies. *(First Responders)*

The St. Louis Region is a hub of transportation activity. This includes 5 interstate highways and the I-270/255 outer belt system that connects the interstate highways with additional highway networks in Illinois. *(First Responders)*

Railroad agencies have rail lines that traverse the St. Louis Region. Each have large rail yards where a host of toxic and flammable chemicals are temporarily stored in large quantities, many of which travel to the St. Louis Region from outside the United States. *(First Responders)*

A large number of buried pipelines travel through the Region. Their contents range from flammable chemicals to extremely hazardous substances. The pipelines, with sizes varying from 4" to 18" and hundreds of miles in length, are capable of carrying a large amount of material. Their locations range from farmers' fields to residential communities. *(First Responders)*

The utility infrastructure is a vulnerable target and is critical to the stability of the community. Given the nature of seasonal weather patterns, this asset can become critical to sustaining life. *(First Responders)*

There are medical universities in the St. Louis Region that have students, some from foreign countries, who perform research using nuclear isotopes and biological agents. *(First Responders)*

St. Louis is host to numerous shopping malls and entertainment centers that given the time of day

or shopping season could find populations similar to most cities. Their populations range from a low of 20,000 at the Savvis Center to a high of over 100,000 at the Mid America Center. *(First Responders)*

Without accurate and timely information from the intelligence communities it would be almost impossible to predict when, where and how a terrorist attack would occur. *(First Responders)*

In the aftermath of an incident, an under-educated, uneducated and ill-prepared public will be susceptible to panic. There needs to be a panel of experts to provide information relative to consequence issues following a terrorist incident. Timely, accurate and authoritative information needs to be broadcast to the general public to prevent panic. *(Public Awareness)*

CAPABILITIES

Most hospitals recognize and are prepared to implement a single entry control point for victims in the event of a WMD incident. *(Health, Medical and Environment)*

Many hospitals have the capability to isolate the air handling systems in their emergency rooms. *(Health, Medical and Environment)*

Additional doses of antidotes are being ordered through the SLMRS grant. *(Health, Medical and Environment)*

Most of the hospitals have conducted WMD training for mission critical staff. *(Health, Medical and Environment)*

Some hospitals have appropriate PPE that could be used to protect staff in the event of a chemical related incident. *(Health, Medical and Environment)*

The region has a large number of Environmental Specialists (ES) available to assist in a disaster. *(Health, Medical and Environment)*

The commercial air industry is a closely regulated, monitored, mode with a limited number of commercial providers, thus making it easier to enact and regulate security measures. *(Transportation)*

The Region's inland waterways are part of a regulated industry that works closely with the Coast Guard. *(Transportation)*

The Saint Louis County Department of Highways and Traffic Presently maintains an Inspection Plan. Similarly, the Missouri Department of Transportation Traffic Information Center has the ability to Signal coordination and control variable message capabilities. *(Transportation)*

Most Utility Representatives reported that their systems incorporate a sufficient degree of redundancy or allow for alternate sources or routes for their services so that outages due to an intentional event would limit the impact to a localized service interruption. *(Utilities)*

St. Louis City Water and the Missouri-American Water Company serve approximately 1.5 million customers. Millions of gallons of fresh water are stored and distributed through underground piping. Tens of thousands of fire hydrant appurtenances extend from these systems. *(Utilities)*

The Metropolitan Saint Louis Sewer District treats over 300 million gallons of wastewater per day with six Wastewater Treatment Plants. These plants return the treated effluent into nearby river systems. Serving 1.4 million customers over 524 square miles of service area, maintaining 8,700 miles of pipes and channels, with 267 pump stations, lagoons, retention ponds, and related facilities, MSD serves

our community with competence and responsibility. *(Utilities)*

Southwestern Bell maintains multiple switching stations, miles of fiber cable, and miles of copper cable while providing telecommunications services to 2.7 million access lines in the State of Missouri. *(Utilities)*

Some municipalities, cities and counties have established policies and procedures to address cyber attacks, while others have minimal policies in place, if any. Some agencies have established policies (best practices) in place addressing acceptable use of services and information regarding viruses and their potential impact to the agency. *(Critical Technologies)*

There are over 150 emergency first responder agencies (police, fire and emergency medical services) in the St. Louis Region. *(First Responders)*

There are 31 Hospitals, of these, 3 are level 1 trauma centers and 2 are level 1 pediatric hospitals. *(First Responders)*

The St. Louis Region has 4 hazardous material response teams. The City of St. Louis Fire Department and St. Louis County HMERT have the capability to respond to a Weapon of Mass Destruction (WMD)/terrorist incident involving the release of a nuclear, biological or chemical agent, to include a nerve agent. *(First Responders)*

The St. Louis Metropolitan Police Department, Hostage Response Team and the St. Louis County Police, Tactical Operations Unit have equipped their respective officers with level "B" personal protective equipment (PPE) and they have trained and exercised with their corresponding hazardous materials teams. The St. Louis County Police, Office of Emergency Management is currently supplying Level "C" PPE to 3 St. Louis County municipal police agencies (Clayton, Creve Coeur, and Florissant Police Departments) and the Mobile Response Team (MRT). *(First Responders)*

Each jurisdiction in the Region has a professional full time Emergency Management Agency that maintains their respective "Basic Emergency Operations Plans (BEOP)." *(First Responders)*

The St. Louis Office of the FBI in conjunction with the St. Louis City and County Health Departments, St. Louis County HMERT, St. Louis County Police Department's Office of Emergency Management, St. Louis Metropolitan Police Department's Emergency Management Unit, and the St. Louis City Fire Department's Hazardous Materials Unit, developed a first responder Anthrax response protocol. *(First Responders)*

St. Louis County Health Department is the first public health department to communicate directly with a HAZMAT Team. *(First Responders)*

Police, fire and EMS agencies throughout the Region have sent selected personnel to WMD/Terrorism training at Anniston, Alabama or Mercury, Nevada. *(First Responders)*

Our educational system is in place and capable of providing the educational material necessary to overcome this malady. *(Public Awareness)*

We do have personnel within the region who are capable of providing this type information relative to terrorism consequence issues following an incident. *(Public Awareness)*

A media structure and emergency alert systems are in place. *(Public Awareness)*

NEEDS

A regional system of computerized medical surveillance. *(Health, Medical and Environment)*

Decontamination capability in the hospital emergency rooms. *(Health, Medical and Environment)*

Many hospitals need the ability to isolate the air handling systems of their emergency rooms. *(Health, Medical and Environment)*

The capability to provide the needed pharmaceuticals in the event of a terrorist incident. *(Health, Medical and Environment)*

Some hospitals need additional WMD management and equipment training for their personnel. *(Health, Medical and Environment)*

PPE for all hospital emergency room staff to be adequately prepared to respond to WMD related issues in their emergency rooms. *(Health, Medical and Environment)*

Enhanced radio communications capabilities. *(Health, Medical and Environment)*

Mutual aid agreements be entered into between medical providers. *(Health, Medical and Environment)*

Health related partnerships need to be developed. *(Health, Medical and Environment)*

Develop formal risk assessment survey to be used by manufactures, suppliers and facilities handling any food product in chain. This tool should mimic the HACCP model currently used in the industry to flowchart the process and identify critical areas of concerns. *(H&E)*

Obtain needed monitoring equipment for chemical or radiological incidents and identify facilities for isolation, inoculation, or medicine distribution, decontamination, triage, and morgue operations. *(H&E)*

Identify locations for critical incident stress debriefings and grief counseling. Also, the region needs to identify additional trained staff and a media coordinator. Training for multiple levels of personnel to deliver services (Psychiatrists, Psychologists, Social Workers, etc.) is needed. *(H&E)*

A massive training, education, and awareness effort is needed for all modes, especially highways, in the area of security, vulnerability to terrorist acts, and prevention. *(Transportation)*

Intelligence Networking among response and public safety *(Transportation)*

Centralized listings of key agencies and point of contact with them *(Transportation)*

Security Assessments for all modes *(Transportation)*

Modify existing natural disaster response plans for transportation to include terrorist activity *(Transportation)*

Develop design standards for new construction that would minimize vulnerability *(Transportation)*

Establishment of Regional Security Board *(Transportation)*

Design standards for infrastructure that minimize vulnerability *(Transportation)*

Develop plans for massive evacuations yet still accommodate inbound emergency vehicle access
(*Transportation*)

Monitoring equipment B adaptability of ITS to security monitoring (*Transportation*)

Cell phone emergency network prioritization (*Transportation*)

Educate transportation agencies on terrorist methods, priorities and vulnerability assessment and prevention (*Transportation*)

Funding for proposed Regional Security Board to train, inform and organize industry and government
(*Transportation*)

More efficient ways to monitor for and detect toxic substances and pressure anomalies are needed for the water system. (*Utilities*)

Redundant systems at the MSD treatment plant level and/or emergency by-pass systems are needed to prevent system back-up and/or discharge of untreated wastewater into the rivers. (*Utilities*)

Pursue legislation on the Federal, State and Local level, which would exempt information regarding utility vulnerability assessments and recommended corrective actions from provisions of the Freedom of Information Act. (*Utilities*)

Enhance the exchange of intelligence to provide opportunities for early detection of potential threats to utilities. (*Utilities*)

Enhance the capabilities of local and state Emergency Management Operations to provide training/exercises to effectively upgrade response and recovery operations. (*Utilities*)

Provide Funding for physical asset protection of facilities and critical infrastructure gates, fences, trenches, etc. (*Utilities*)

Training for field employees as informed observers to identify and report suspicious activities that may involve systems assaults. (*Utilities*)

Development of established standards or best practices for safety and security issues by industry. Guidelines for protection of assets, critical areas of operations, etc. (*Utilities*)

Comprehensive inventory of equipment and materials that could be needed in disaster recovery such as heavy construction equipment, power generators, potable water transportation and storage equipment, etc. (some communities have local emergency operations plans which identify these resources). (*Utilities*)

The development and establishment of regional policies and procedures (best practices) to address the protection of computer networks within the region from cyber attacks. Included should be a process to assist in containment that could halt or slow the infection. (*Critical Technologies*)

A template which should outline the standard procedures and requirements necessary to recover and respond to a Communications failure, and a process by which the individual agencies can form their own risk assessment as it pertains to them. (*Critical Technologies*)

Regional standards for security requirements for remote systems access and requirements for background checks. Background checks on workers whom have access to critical technology and information should be a priority. (*Critical Technologies*)

The establishment of a customized training plan for local city managers/administrators informing them of the risk and the areas that need to be addressed at the regional level. (*Critical Technologies*)

For areas that may require enhanced security devices to secure access, newer updated authentication and authorization system and access control may need to be put in place. (*Critical Technologies*)

The Committee discussed the need for coordinated planning among all first responder agencies within the Region. This would help establish command and control of the WMD incident anywhere within the Region. *(First Responders)*

The educational curricula and the printed or web based materials and infrastructure to accomplish a multimedia, multilingual and multifaceted public education campaign. *(Public Awareness)*

A data base of authority figures who can adequately provide specific information before, during and after a terrorist incident. *(Public Awareness)*

An up-to-date emergency notification system. *(Public Awareness)*

Panel Recommendations - St. Louis Region's Next Steps

Future meetings of the St. Louis Regional Security panel are already planned to continue efforts to improve the security of the St. Louis region. As the East West Gateway Coordinating Council is already involved in this process, and serves as a regional planning and coordination entity, it is logical that the committees continue under the EWGCC umbrella. This will also allow for more direct involvement by the Illinois communities who at this point have received information, but not contributed to the development of this report due to the aggressive timeline and the state of Missouri's requirement. It is understood by all that response and prevention efforts must be coordinated with everyone in the St. Louis region.

A full time Homeland Security Coordinator position needs to be created at EWGCC and funding for this position needs to be identified as soon as possible. This position is on the agenda to be discussed at the next EWGCC Board meeting on January 30th.

Dr. Jeff Lowell continues to refine plans for a Regional Medical Critical Incident Response Group (MED-CIRG), coordinating emergency response efforts between emergency responders and the health care community across the St. Louis region. As this plan is refined, formal regional support and coordination needs to take place to implement the MED-CIRG recommendations.

The Missouri Homeland Security Committee should continue to meet to review the progress of the State and the implementation of the recommendations outlined in the Missouri Homeland Security reports. This committee also serves as a valuable forum to discuss statewide and federal issues and legislation. In addition, the meetings provide continued opportunities for familiarization between local, state and federal officials, aiding in the State of Missouri's ability to respond to an act of terrorism.

Funding needs to quickly become available so the work at both the regional and state level can move ahead as aggressively as possible. Local governments are already strained by a shrinking economy and the additional pressures of increased security.

Continued cooperation between local, state and federal agencies needs to continually be reinforced by elected officials and the public. The US Attorney's office has lead an effort to coordinate and share information in the St. Louis region and this work should be supported and possibly expanded.

When this process began, it was understood a complete picture of our needs and priorities would not be complete due to the aggressive schedule. These plans should continue to be reviewed and refined to ensure that our efforts as a region are producing the greatest results. This process and document should be viewed as a living document; open to recommendations, new ideas and constructive criticism.

Attached are the specific recommendations from each of the seven St. Louis regional committees.

Appendix A, Recommendations by Committee

One of the tasks of the seven sub-committees was to include recommendations that would help the region close the gap between needs and capabilities. This appendix is a collection of the recommendations provided by the seven sub-committees. It should be noted that several committees made identical or similar recommendations, redundancies have been eliminated wherever possible.

First Responders

1. **Regional Exercise Program** – A multi-jurisdictional/multi-agency Integrated Emergency Management Exercise Program must be developed in the Region. This program would involve every type of exercise, i.e., orientation, drill, functional, table top and full scale and would include all first responder agencies in the Region. The exercises must be realistic, true to fact and task oriented. Exercises shall be developed not only for education purposes but to test and refine command and control procedures of all agencies throughout the Region. Currently, the St. Louis County Police, Office of Emergency Management is designing a Full Scale WMD Exercise for Spring 2002. The exercise has been designed to test St. Louis County's WMD/Terrorism Annex T. Cost estimates (time + equipment) for this exercise is approximately \$3,000.00. Were this a Region-wide exercise, cost estimate would be approximately \$15,000. Therefore, the yearly cost for a regional exercise program would be \$20,000 depending on the scope and design of the exercise.
2. **WMD/Terrorism Training** – Develop and deliver regional WMD/Terrorism training to all first responders in the Region. Training should be designed in a tier level format similar to the Occupational Safety and Hazard Administration (OSHA) Hazardous Waste Operations and Emergency Response "HAZWOPER" rule in 29 CFR 1910.120, i.e., WMD/Terrorism Awareness, Operations, Technician, Specialist and Incident Command. Training shall be offered through police, fire and emergency medical academies, in service personnel and special programs throughout the Region. Training should be coordinated among the Regions Tactical Operations Units or Hostage Response Units, the FBI's Hazard Response Unit and Hazardous Materials Response Unit along with the National Guard's Civilian Support Team out of Fort Leonard Wood, Missouri. The Missouri Department of Public Safety Peace Officer's Standards for Training (POST) and the Division of Fire Safety's Training Unit must certify the training.
3. **The St. Louis Metropolitan Police Department, Emergency Management Unit recently developed a Hazardous Materials/WMD Terrorism training program.** Their estimate of the costs associated with creating this program was \$500,000. Using this figure as a best guess estimate, it would cost approximately \$2.5 million to develop and present this training to all 5 jurisdictions in the Region.
4. **ICS Overhead Team** – A WMD/Terrorism Overhead Team or Task Force should be created. The team would consist of terrorism experts from within the Region who would respond at the request of any jurisdictions' Incident Commander (IC) on the scene of a WMD incident anywhere in the Region. The team's role at the incident would be advisory only, lending assistance with resources, knowledge and expertise. This concept is similar to the FBI's Crises Management Advisory Group or the fire service ICS Overhead Team. The labor costs involved with the planning effort to create, train and maintain this team would be approximately \$5,000.00 per region or \$25,000 total (This is based on a one-month salary of two emergency management specialists and their supervisor spread out over the region working on the program for one year.).
5. **Threat Advisory System** – A stage alert or Defense Condition "DEFCON" system needs to be developed to alert local jurisdictions of possible terrorist attacks. Currently, the Federal Government issues threat alerts that are vague and general at best. A multistage system alert, similar to the military's "DEFCON" system is needed. Each level of alert would be identified and explained so that everyone would understand the threat and its seriousness. Every police, fire, emergency medical, mayor, or government official would then understand what their role and responsibilities are when an alert is issued. In addition, the First Responders committee determined without accurate, timely, and specific threat intelligence, it is impossible to determine what is most critical. Over the last two months there have been numerous "Threat Advisories" issued from both the FBI and the National Homeland Security Director Tom Ridge. These have been

vague in regards to method and location. Warnings need to be site specific and more comprehensive. This program has to be developed on the National Level, more specifically through the Homeland Defense Office and directed through FEMA.

6. **Update The Current Communications Systems In The Region** – The current communications is antiquated and out of date. The area health departments cannot communicate with the first responders. In some areas fire cannot talk with police and vice versa. A better and more modern system needs to be developed that would include every agency from Federal through the local level with all being able to communicate effectively across all jurisdictional lines. In addition, a Missouri State Statute needs to be passed that commits all cell phone frequencies to First Responders during any WMD/Terrorism or Disaster event. A preliminary cost for this recommendation is \$88 million.
7. **Standardized Equipment Purchases** – WMD/Terrorism emergency response equipment purchases need to be coordinated and standardized. A survey should be performed to determine the types, brand, styles and quantity of all available equipment in the Region. A standardized list of equipment should then be developed and agreed upon by all first response agencies in the Region. There should be little or no cost to develop this program; most of the work would be in the fiscal administration.
8. **Mutual Aid Agreements** – All first responder mutual aid agreements and/or memorandums of understanding (MOU) need to be reviewed and updated to the Federal Emergency Management Agency's (FEMA) standards. The agreements should describe in detail exactly what each jurisdiction is agreeing on including the costs in dollars of the resources (i.e., labor, equipment and human expertise) brought to the scene of an incident. The labor costs involved with the planning effort to review and update all of the mutual aid agreements in the region would be approximately \$5,000.00 per region or \$25,000 total (This is based on a one-month salary of two emergency management specialists and their supervisor spread out over the region working on the program for one year.)
9. **Minimum Standard for WMD Response** – All jurisdictions in the Region should be brought up to a minimum standard for responding to a WMD/Terrorism incident. The U. S. Department of Justice, Domestic Preparedness Division, Office of Justice Programs has created a tier level definition of response capabilities (see Attachment II). The St. Louis Regional Security Panel First Responders Committee has established Tier Level Three (Technicians Capability) as the minimum response standard. Costs for this recommendation would be \$3 million in equipment purchases and training programs.
10. **Illinois Communities' Involvement** – The communities in neighboring Illinois should be added to the Regional Security Panel. This would allow coordination of planning, training and equipment purchases throughout the St. Louis Metropolitan Region. It is the First Responders Committee recommendation that the Illinois response agencies be added as soon as the final report is submitted to Governor Holden. There are no costs associated with this recommendation.
11. **Continuance of the First Responders Committee** – Members of the First Responders Committee have agreed to continue meeting even after our Regional Security Panel's duties have been completed. Members see this committee as the sole representation of all First Responding agencies in the St. Louis Metropolitan Region. The committee plans to review future grant programs, planning endeavors and program changes and make recommendations for improvement. There are no costs associated with this recommendation.

Utilities

1. Pursue legislation on the Federal level which would exempt information regarding utility vulnerability assessments and recommended corrective actions from provisions of the Freedom of Information Act.
2. Pursue legislation on the state and local level which would exempt information regarding utility vulnerability assessments and recommended corrective actions from provisions of Sunshine Law and equivalent legislation requiring sharing of information collected by or through government sponsored operations.
3. Ramp up intelligence to provide opportunities for early detection of potential threats to utilities.
4. Enhance the capabilities of local and state Emergency Management Operations to provide

- training/exercises to effectively upgrade response and recovery operations, especially with respect to communications capabilities.
5. Funding for physical asset protection of facilities and critical infrastructure gates, fences, trenches, etc.
 6. Funding for general security such as armed guards at gates.
 7. Training for field employees as informed observers to identify and report suspicious activities which may involve systems assaults. Development of short videos or tailgate talks identifying suspect behaviors, occurrences who can be a terrorist (internal and external), what we expect them to do (what actions we require), and how and to whom to report these observances. Also, training for supervisors and managers to insure the information is properly reported to the appropriate investigative agency.
 8. Development of established standards or best practices for safety and security issues by industry. Guidelines for protection of assets, critical areas of operations, etc.
 9. Establishment of standards for utilities against cyber attacks on systems that control critical assets such as SCADA systems, communications, etc.
 10. Development of communications systems which enable first responders and Emergency Management Operations from various localities to communicate effectively on like frequencies and establish communication lines.
 11. Comprehensive inventory of equipment and materials which could be needed in disaster recovery such as heavy construction equipment, power generators, potable water transportation and storage equipment, etc. (some communities have local emergency operations plans which identify these resources).
 12. Develop standards for the protection of the integrity of communications systems.
 13. Pre-employment security checks on potential foreign born employees to determine allegiance to foreign countries.
 14. Standards of employment which would prohibit the offer of employment with a critical utility to convicted felons, members of hate groups, and militant anti-government organizations.
 15. Education of the public on the importance of utilities to their standard of living and how disruptions of these systems by terrorist acts could adversely affect their way of life.
 16. Funding for the purchase of personal protective equipment and detection equipment.

Health And The Environment

1. Funding be appropriated to link all hospitals and medical providers with a computerized system of reporting medical services trends.
2. Provide funding for decontamination capability in the hospital emergency rooms which are ill-equipped.
3. Provide funding for hospitals needing the ability to isolate the air handling systems of their emergency rooms.
4. A study be done to more closely determine the appropriate number of pharmaceutical rations needed to respond to a terrorist event.
5. Funding and educational materials be provided to allow hospitals to adequately train their personnel on management of WMD incidents and the proper use of the related equipment.
6. Funding be provided for PPE for all hospital emergency room staff to be adequately prepared to

- respond to WMD related issues in their emergency rooms.
7. Hospitals provide detail regarding their needs as they relate to resources necessary to sustain a locked environment for any length of time.
 8. Regional hospitals conduct a study to determine what radio capabilities they presently have and determine what is needed. (under development by MED-CIRG)
 9. Area hospitals develop mutual aid agreements.
 10. Health related partnerships be developed. (under development by MED-CIRG)

Government Operations And Facilities

1. Establish a Regional Security Operations and Recovery Plan based on the Incident Command System already in place within the various jurisdictions in the region.
2. Establish a common set of preparedness actions planned to respond to threat conditions established by secure intelligence sources.
3. Develop a Five County Cooperative Agreement to assure that the sharing of resources that may be required in response to an attack can be reimbursed from federal aid funds (Appendix C is a draft agreement).
4. Establish an outreach program to facilities of concern to include: A checklist for security managers at the various facilities to review their own protective measures in place. This security audit should be repeated on a regular, periodic basis.
5. A recognizable threat condition system that is used to translate intelligence regarding potential terrorist activities to specific preparedness actions.
6. Establish a laboratory in the St Louis region that can provide more responsive characterization of biological, chemical, radiological substance threats than sending samples to a central state lab out of the region.
7. Establish a regional intelligence unit similar to the Major Case Squad that can participate with FBI, Secret Service, State Patrol, and other agencies to assure that the region's level of preparedness is based on the best available information. A similar unit has been established in the Los Angeles Area called a Terrorist Early Warning Group. (Government Operations and Facilities report - Appendix D)

Public Awareness/Public-Private Partnership

1. That a full time position of Regional Director of Homeland Security be established to provide continuity to all of the efforts of this panel and the sub-committees.
2. That funding be appropriated for the establishment and sustenance of an educational program and information base for terrorism related topics and preparedness issues.
3. That a data base of authority figures who can adequately provide specific information before, during and after a terrorist incident be compiled, maintained and distributed to appropriate constituencies and a protocol for its use established.
4. That a comprehensive study be done of our regional Emergency Broadcast System and the needed modifications be approved, funded and implemented.

Transportation

1. Not only should each mode carry a proportionate amount of freight and passengers, as much redundancy as possible should be planned for each mode, that is, alternative parallel routes should be made available.
2. Consideration should be given to having more than eight hubs nationwide for air traffic. More emphasis should be placed on additional hubs and increased use of reliever airports.
3. Consideration should be given to restoring the interstate highway as a part of the national defense system.
4. Given the threat assessment (most likely/highest probability).
 - a. Secure bridges B SAL
 - b. Secure utilities B SAL
 - c. Train maintenance workers to identify suspicious behavior B SAL

Critical Technologies

Cyber Attack

1. Establish regional policies (best practices) that define what an agency should do to protect itself from cyber attacks. Consideration should be given to mandating some if not all of these items. The policies should focus on:
 - a. Virus protection
 - b. Connectivity to the network
 - c. Backups
 - d. Firewalls
 - e. Incident handling and response
2. Perform review of local agency policies for consistency with the best practices.
3. Establish self-audit processes to assist in ensuring policies are enforced.
4. Determine/account for all network access points and determine vulnerability.
5. Perform Security Posture Assessments/Penetration tests.
6. Ensure all access points to critical technologies are defined. This should include a list of all telephone access points to the network.
7. Ensure required encryption is in place end-to-end where required.

Communications

1. Implement a new regional/statewide public safety 700/800 MHz voice/data spectrum efficient advanced communication systems. The system must ensure interoperability with other existing systems and with itinerant users through a Common Air Interface, as developed in EIA/TIA-102, APCO Project 25. Such an initiative should be considered based upon regional needs rather than within specific political boundaries. Participants in the system should include all public safety entities chartered to function within the region at all levels, whether state, county, local or other form of political subdivision.
2. Develop, exercise and continually evaluate and revise Disaster Recovery Plans.
3. Develop diagnostic and monitoring capabilities to determine facilities that do not meet Disaster Recovery Plan requirements.
4. Allow for differing methods of communication; two for voice and two for data minimum. Consider

Voice over IP (VoIP) as another form of communication backup.

5. Establish a process to test the switchover of dependencies for voice and data quarterly.
6. Ensure critical communications are assessed for effectiveness.
7. Develop equitable Public B Private partnerships to implement otherwise cost-prohibitive technologies.
8. Develop initiatives for entities operating on other spectrums or with other technologies to be fully interoperable with the advanced communications system.
9. Integrate encryption facilities into the advanced communications system as needed.

Work Force

1. Establish regional policies (best practices) that define what form of remote access is acceptable and what background checks should be required on all workers. Policies should focus on:
 - a. Encryption levels
 - b. Authentication methods
 - c. Biometrics/smart cards
 - d. Systems which can be accessed remotely
 - e. Types of background checks and frequency of occurrence (staff and vendors).
2. Develop a plan and ID system for getting key workers to locations that may have restricted access. Educate crisis management of this plan and the access process.
3. Develop a backup and redundancy plan for workers. Workers must either be compelled to or voluntarily participate in such plans or the plans will be ineffective. Test the plan periodically by switching workers.
4. Implement a regional reverse 911 system to contact critical workers as needed for disasters or other events. System could also be used to notify citizens in addition to other existing public warning systems.

Mission Critical Systems

1. Hot online spare for Mission Critical systems.
2. Allow for testing of online spare.
3. Hot sites.
4. Ensure vendor system used for at alternate locations can handle additional workload during an emergency.
5. Develop an Incident Response Team to response to critical technology issues. Team should be small and not necessarily tasked with correcting but rather with evaluating and bringing the appropriate resources to bear. Consideration should be given to giving the team some capability of performing operational disaster restoration in support of public safety operations on a statewide basis, i.e., transportable telephone switches, portable data networks, portable radio repeaters similar to the wireless industry's ACellsite on Wheels@ (COW) concept, a cache of deployable radio transceivers to support interagency operation.

Physical Plant

1. Make computer rooms and public safety answering points/communications centers secure.

2. Establish new technology protection systems including biometrics, smart cards, etc.
3. Install seismic restraints on equipment.
4. Protect equipment from flooding or from other weather threats.
5. Formalize Disaster Recovery plans.
6. Appropriate offsite backups or replication of key data.
7. Regional hot sites.
8. Review backup power scenarios.
9. Establish security zones around critical facilities, incorporating perimeter fencing, impenetrable vehicle barriers, and impact diverters and attenuators.
10. Evaluate and establish, if necessary, divergent, transitory and emergency power sources.

Appendix B, Committee Membership

St. Louis Region Security Panel Co-Chairs

Chris Dornfeld, Mayor's Office City of St. Louis
Capt. Robert C. Young, St. Louis County Police

Critical Technologies Sub-Committee

Co-Chair Eric Gorham, Regis
Co-Chair Captain Forrest Van Ness, St. Louis County Police
Lt. Bill Harlan, St. Louis County Police
Thomas Heard, A.G. Edwards
Chief Bill Karabas, Brentwood Police
Steven Makky, Sr., St. Charles County Government Emergency Management
Tom McCormick, St. Louis County Police
Ron McKenzie, US Secret Service
Glenn Miller, Countermeasures
Steve Oppermann, REJIS
Rick Powell, REJIS
Mike Smiley, St. Louis County Police
Mike Weilbacher, XO Communications
Larry White, REJIS

First Responders Committee

Co-Chair Major Roy Joachimstaler, St. Louis Metropolitan Police
Co-Chair Chief Frank C. Schaper, St. Charles City Fire Department
Chief Steve Arnold, Pattonville FPD
Battalion Chief Michael Arras, St. Louis City FD
Chief Bill Brandes, Creve Coeur FPD
Captain W. Graham Burnley, Chesterfield Police Department
Lt. Steve Elliott, Franklin County Sheriff
Steve Fine, St. Louis County Health Department
Steve Frederick, St. Louis City Health Department
Nick Gragnani, St. Louis County Police OEM
Captain Ted Hylla, St. Louis County Police
Captain Don W. Jones, Franklin County Sheriff
Captain Chris Pigg, Jefferson County Sheriff's Office
Mike Siegel, Jefferson County HazMat
Sgt. Vince Stehlin, St. Louis Metropolitan Police

Government Operations and Facilities Committee

Co-Chair Garry Earls, St. Louis County Public Works
Co-Chair Ron Hearst, St. Louis City Board of Public Service
Bob Fox, St. Louis County Counselor's Office
Michael Gibbons, Missouri State Legislator
James Gieseke, St. Louis Police Department

Jerry Goff, Franklin County EMA
Mike Grace, St. Louis County Administration
Feleica Hinton, St. Louis City Board of Public Services
Laurie Hogan, St. Louis County Public Works
Edward Kemp, Jefferson County Emergency Management
Derek Lohner, Missouri State Emergency Management
Dave Nichols, Chesterfield Fire District
Joe Randazzo, St. Louis County OEM
Ron Smith, St. Louis Missouri Building Commissioner
Michael Sullivan, St. Louis City Emergency Management
Rod Zerr, St. Charles County Emergency Management

Health and the Environment Committee

Co-Chair Jeffrey Lowell, Barnes Hospital
Co-Chair Jacquelyn Meeks, St. Louis County Health Department
Elizabeth Aton, Washington University
Bruce Clements, St. Louis University
Gil Copley, St. Charles County Health
Dennis Diehl, Jefferson County Health Department
Joe Hainline, State Health Department
Jeff Hamilton, St. John's Mercy Medical Center
Thomas Hartmann, St. Anthony's Hospital
Larry Kettelhut, St. Louis City Health Department
Debbie Mays, Barnes Hospital
Con Roden, Franklin County Health
Curt Stueve, Joachin Platin Ambulance
Michael Thomas, St. Louis City Health
Mario Vasquez, Self Employed
Jack Webb, St. Louis County Police
John Whitaker, Missouri Department of Natural Resources
Jeff Zarzecki, Polyone Chemical Co.

Public Awareness/Public-Private Partnership Committee

Co-Chair Captain George Corless, St. Louis County Police
Co-Chair Dennis Riggs, Media Management Associates
Joe Abernathy, St. Louis Baseball Cardinals
Mary Anderson, American Red Cross
David Born, Savvis Center
Ric Cavanagh, St. Louis County Health
Fred Crawford, Parkway School District
PO Rick Eckhard, St. Louis County Police Media Relations
Lori Flanagan, St. Louis University Athletic Department
Bob Kelley, St. Louis AFL-CIO
Ina McCaine-Oberland, St. Charles County

Jesse McClanahan, America's Center
Susan Mendenhall, Westfield Shopping Towns
John Oldani, Cooperating School Districts
Bill Roach, St. Louis County Police OEM
Jon Russell, Americorps
Pam Schroeder, Jefferson County EMA
Mike Shipley, KSDK-TV
Frank Viverito, St. Louis Sports Commission
Richard Wilkes, St. Louis Police Department

Transportation Committee

Co-Chair J. Michael Dooley, St. Louis County Highways & Traffic
Co-Chair Captain Marion Monteleone, St. Louis County Police Metro Link Detail
Lieutenant Phil Ahern, Missouri State Highway Patrol Troop C
Denis Bigley, Missouri Department of Transportation
Gary Christman, St. Louis City EMA
Judy Prather, Lambert-St. Louis International Airport
Les Sterman, EWGCC
Fred J. Stipkovits, Homeland Security Department/U.S. Coast Guard
James Suelmann, St. Louis City Streets Department
Sgt. Michael Wurth, St. Louis County Police Airport Liaison
Kerwin Young, Bi-State Development Agency

Utilities Committee

Co-Chair Bradley T. Brown, Missouri American Water Company
Co-Chair Herman E. Smith, Jr., City of St. Louis Water Division
Norma Browne, Ameren UE
Mark Diedrich, St. Louis County Police OEM
Joe Fragael, Laclede Gas Company
Bruce Kozzenski, Metropolitan St. Louis Sewer District
Darryl Reed, Metropolitan St. Louis Sewer District
Captain Terry Roberds, St. Louis County Police
Patrick Stinnett, Southwestern Bell Corporation
Cary L. Thornton, Jr., Southwestern Bell Corporation